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APRIL 1986

PROGRAM

PREPARED BY POLICY DEVELOPMENT DIVISION
METROPOLITAN TORONTO PLANNING DEPARTMENT

METROPOLITAN PLAN REVIEW

The Municipality of Metropolitan Toronto

The Municipality of
Metropolitan Toronto

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TO WHOM IT MAY CONCERN

The Council of the Municipality of Metropolitan Toronto, fulfilling a requirement of the Municipality of Metropolitan Toronto Act, adopted an Official Plan in 1980. The plan, called "The Official Plan For The Urban Structure: Metropolitan Toronto", applies to the planning area of Metropolitan Toronto which is all the lands comprising the Cities of Etobicoke, North York, Scarborough, Toronto and York, and, the Borough of East York. The Planning Act provides for review and amendment to the Plan. Having regard to the latter, this Department reported to the Economic Development and Planning Committee on a program to review the Metropolitan Plan. Subsequently, on March 4 and 5, 1986, Metropolitan Council approved the review program which is now in process. This report, No. 1, is intended to inform the general public of the program and provide additional details which may be helpful to organizations, community groups and individuals who may choose to participate in the review directly or monitor its progress.

R.J. Bower
Commissioner of Planning

Metropolitan Plan Review

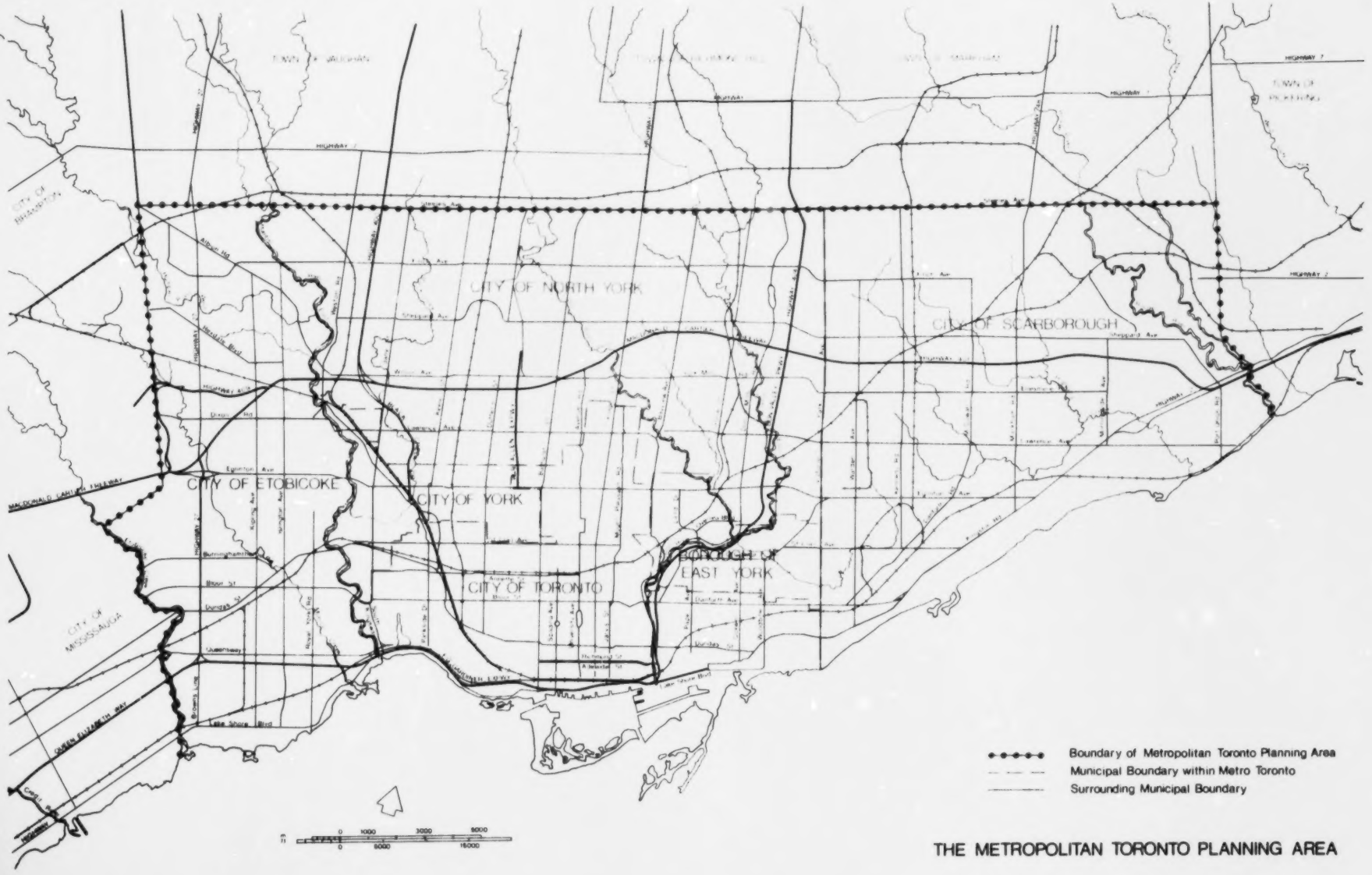
Report No. 1

P R O G R A M

A report setting out the program to review
"The Official Plan For The Urban Structure: Metropolitan Toronto"

Prepared by the Policy Development Division of the
Metropolitan Planning Department

April, 1986



THE METROPOLITAN TORONTO PLANNING AREA

BACKGROUND

By By-law No. 7-80, Metropolitan Council, on January 15, 1980 adopted the first Official Plan for the Metropolitan Planning Area. The Plan, called "The Official Plan For The Urban Structure: Metropolitan Toronto", was the conclusion of an eight year program named "Metroplan". After consideration by the then Minister of Housing, the Plan was largely approved by the Minister on October 10, 1980. Various "deferred" and "referred" policies were approved since that time, six amendments have been approved and a seventh, Harbourfront L.R.T., is before the Minister of Municipal Affairs.

In accordance with Section 26 of the Planning Act, Council is required to consider the need to revise the Official Plan within five years of approval. While a number of revisions have already been addressed, as noted above, it is nevertheless intended by the legislation that a broad review of the Official Plan be undertaken. Therefore, recommendations to comply with Section 26 are included in this report.

The Metropolitan Planning Area (illustrated in the opposite figure) is geographically the same as the Municipality of Metropolitan Toronto and its constituent municipalities (i.e., Toronto, Etobicoke, North York, York, East York and Scarborough). While the continuously built up urban area of "Greater Toronto" also includes the municipalities of Mississauga, Brampton, Vaughan, Markham and Pickering, it is important to note that those areas are not part of the Metropolitan Planning Area, rather they are each included in the planning areas of one of the regions of Peel, York or Durham.

Metropolitan Toronto, being a federation of six constituent municipalities, has what is referred to as a "two-tiered" planning structure in which the six constituent municipalities each has its own official plan but the latter must conform to the Metropolitan Official Plan, as must the zoning by-laws which they enact. Within this two-tier planning system, Metropolitan Toronto has chosen to concentrate its urban planning policies on major aspects of its overall urban structure. This is the broad distribution of population and employment and the major elements of infrastructure and services for the area, e.g., transit, arterial roads and regional open space.

The pattern of urban development is a matter for area municipal planning, e.g., neighbourhood planning, building mass and design, local roads, playgrounds and all detailed matters which are an exclusive responsibility of area municipal councils.

There is necessarily an overlap of Metropolitan and local (i.e., area municipality) planning functions. This overlap leads to considerable interchange of information and views in the development of planning positions. Consideration for this somewhat complex inter-relationship within the two-tiered planning system has been an important element in the design of this program review. The intention is: to identify needs, problems, issues and their possible resolutions; obtain community comment; develop community consensus; and propose suitable policies.

In the Metroplan program some fourteen background studies prepared by staff or consultants were begun and published between 1973 and 1976 and addressed different subject areas of "urban structure". A synthesis of all that set of material was achieved through publication by this Department in 1976 of a document called "Concept and Objectives", a proposal setting out broad policies to guide development to the year 2001. It established a community consensus on the subjects, policies and specific strategies to effect the future Metropolitan urban structure and was the basis for a draft official plan of 1978. The style of the current Official Plan was set by the draft plan and is described in the letter of transmission of the latter by the Metroplan Advisory Committee which stated:

> "This document is not a static instrument to control urban development by hard-edged lines or detailed restrictions on building. It is, rather, a positive view of the future with a statement of processes to be followed toward its attainment. The Draft Plan is not idealized, but is framed within the legislative powers of the Metropolitan Corporation and within a context of limited government control in a free society. In this regard, the Draft Plan aims to be a realistic proposal of concept and objectives which are achievable."

The Planning Committee, recommended a plan suitable for adoption as an official plan, but, in its consideration of major transit proposals the Committee was not prepared to recommend specific new facilities. Such matters were to be left to further study at a future date. In certain respects the recent joint

Metropolitan Toronto and Toronto Transit Commission report "Network 2011" completes the Metroplan process and also starts the review.

A theme of the 1980 Official Plan For The Urban Structure has been the continual monitoring of the operation of the Metropolitan urban structure. This has been effected by study of population, employment, household and transportation matters and projections of those through a number of reports. Also, the Department has attempted to upgrade the quality of data used in its monitoring processes and to develop the ability to utilize more detailed computer resources to more accurately assess future needs. In addition, with specific regard for a plan review, in 1985, staff commenced several background studies into housing, open space and employment. Several of these will be concluded later this year upon receipt of new more comprehensive land use data for 1985 which is now being tested and will be available in soon. The "Network 2011" report provides input to transportation review. In this area we note the "Metropolitan Parking Policy", the "Central Waterfront Transportation Study" and the "Don Valley Corridor Study" each of which is a background document for the purposes of the plan review. Based on the above items a review of the 1980 Official Plan is underway, however, the program for a review had not until March been before the Metropolitan Council.

In summary, attention is drawn to the following points.

- The Official Plan (a policy document based on the 1976 report "Concept and Objectives") has now been in place since late 1980, a period of over five years. Seven amendments have been adopted by Council.

- Staff have been monitoring various aspects of urban structure and have reported on this, and, with various studies completed and others in process a review is underway.

- With the 1985 publication of the report on transit, entitled "Network 2011", it is anticipated that in 1986, Council will have before it proposals for major revisions to specific transit policies

of the Plan. Council's decision on this matter will have significant impact on the implementation of other strategic elements of the Plan.

. Section 26 of the Planning Act requires Council consideration of the need to revise the Plan within five years.

In the context of the above points it was considered appropriate that a program to review the "Official Plan For The Urban Structure" be adopted.

Notwithstanding the requirements to undertake a review of the Plan at this time, it is the Metropolitan Planning Department's view that the current Official Plan remains basically a valid document. Drawing certain 'highlights' of the Plan to illustrate that point we note the following generalized themes:

i modify the present structure over the long term to:

. accommodate future growth while minimizing adverse social and environmental impacts;

. enrich the economic and social base of the suburban communities;

. obtain the above with least possible investment in physical facilities and attendant operating expenditures;

ii create a multi-centred urban structure;

iii locate future rapid transit facilities to establish a 'grid' over the long term to improve general mobility and support centres; and, allocate future employment activities to support a strong home-work relationship with emphasis on access by transit rather than the private automobile;

iv encourage population growth by support of revision to local plans to provide for a significant increase in the number of dwelling units which may be constructed for both tenants and owners, in a range of housing types;

v maintain industrial job opportunities and limit the intrusion of incompatible or competitive uses in industrial areas; and

vi complete Metropolitan parks in valleys and along the waterfront as the highest priority in regional park development.

Commenting briefly on the implementation of the 1980 Plan we note certain successes and issues.

Considerable success has been achieved in directing employment growth to most Metropolitan designated centres and to the establishment of those centres as important places in the social and economic life of the communities in which they are located. (Particularly we note the North York and Scarborough City centres.) Consequently, there has been a beneficial reduction of dependence on the Central Area of the City of Toronto. Localized issues of change and growth are being addressed by the area municipalities (with Metropolitan assistance) in order to balance the benefits of development of the centres with a satisfactory environment for the immediately surrounding neighbourhoods.

The Central Area is enhancing the position of Metropolitan Toronto as a leading city of the world. However, transportation assumptions of the 1980 Plan have proven to be incorrect in specific locations and remedies are needed. (In part, these have been reported through previously noted studies.) Metropolitan support is required to continue the improvement to the physical environment and the economic and cultural role of the Central Area.

In the preparation of the Plan, it was concluded that additional rapid transit lines would be needed after 1985. Projections of population growth have not been realized, however, population growth outside Metro and employment growth within Metro is continuing and the need for additional rapid transit facilities is evident. Through the Network 2011 report Council has been asked to decide on implementation of the rapid transit grid and to take measures to ensure a continued adequate level of service to the Central Area.

Although achieving the population target of 2.5 million persons by 2001 seems unlikely, many thousands of new dwellings must be created if the 'commuter' portion of our labour force is to be reduced - i.e., to provide homes in Metro for the families who will be employed here. Further the housing needs of 'seniors', the poor, special groups and renters continues as a long term issue.

As the characteristics of our population changes the need for easily accessible recreation resources is increasing. This will impact on the types, location and amount of Metropolitan open space resource development. A design and implementation strategy will be important in the further use of waterfront, valley and tableland. Issues of funding, maintenance of the natural environment and heritage management are probable.

The dispersed industrial lands throughout Metropolitan Toronto now contain a spectrum of thriving industry, vacant obsolete structures, a range of commercial (i.e., non-industrial) uses, new land uses that seem inappropriate anywhere but in an industrial area and major office concentrations. Through the amendment procedure and by-law changes these industrial areas are becoming places of general employment rather than traditional industrial zones. Therefore, a re-examination of current policies is desirable.

At the greater metropolitan Toronto level, the Municipality of Metropolitan Toronto is one government sharing regional planning responsibilities with the Regions of Peel, Durham, York and Halton. Housing, employment, transportation, pollution control, water and special facilities are matters which greatly overlap those separate jurisdictions. In this context each regional plan requires review of the broad assumptions which affect our five regions. While the co-ordinating function rests with the Province of Ontario, the plan review process can be a useful instrument to set out regional assumptions and issues for discussion. These impact on other policies.

While many of the above problems are addressed in the present Plan, it will be useful to assess the policies with the benefit of new data, the experience of five years, changed perspectives of the future and what may be a stronger resolve to attempt solutions with changing times.

PROGRAM

The review will be undertaken by existing staff resources, with the objective of completing the work, including Council's consideration of amendments, within two years, and, that the scope of the process generally adhere to the program described herein.

It is suggested that the Plan Review may proceed most effectively if work proceeds separately in five major subject areas, namely:

- **regional assumptions and the concept;**
- **housing and residential development;**
- **employment areas and activities;**
- **transportation; and**
- **open space and environment.**

These subjects relate to the current text and structure of the Plan making policy comparison and review less complex. As indicated, the studies have in some cases already commenced or are completed. Therefore they are not intended to be concluded at the same time, rather each area (dealing with one of the above major subject areas) can be dealt with and appropriate amendments initiated.

Through ongoing monitoring and projections of population, housing and employment data, a common base to each subject area exists and data up to 1985 will be used where possible. The horizon year for the projections and Official Plan would move from the year 2001 to 2011.

It is proposed that the published background and proposals reports in each subject area contain the following:

- existing Metropolitan Official Plan policy on the subject;
- major assumptions on which the policy was based;

- area municipal policies and actions reviewed to the extent necessary;
- an assessment of the success, and failures of the policies as reviewed through the the implementation period;
- past, current and projected data;
- issues;
- preliminary policy proposals, if any, for Official Plan amendment; and,
- any recommendations to improve the effective implementation of existing or proposed policy.

The technical reports intended by subject area are as listed below.

Subject Area	Paper Title	Completion
Regional Planning and the Concept	- Regional Assumptions to 2011 and the Concept	1987
Housing	- Housing Intensification	1986
	- Ten Year Housing Report	1986
Employment	- Industrial Areas	1986
	- Office Distribution	1986
	- Centres	1986
Transportation	- Network 2011	1985
	- Arterial Roads	1986
	- Central Area Transportation	1986
	- Metropolitan Parking Policy	1985
Environment	- Open Space	1986
	- Urban Environment	1987

(In addition to the foregoing it was previously noted that the Don Valley Corridor Study, 1983, and the Central Waterfront Transportation Study, 1983 are each considered background documents of the plan review.)

As the twelve studies proceed it may be concluded that some additional subject deserves a specific report. This would be undertaken within the context of this report or if the situation merits (e.g., need for consultant's) authorization would be sought from the Economic Development and Planning Committee.

PROCESS

Phase One: Technical Background and Proposals Papers

Preparation (by staff) of technical papers including background material and preliminary proposals for submission to the Economic Development and Planning Committee (E.D.P.C.). Such papers are to be published as a series and would address subject areas indicated above. According to current schedules, most of the papers will be presented to the E.D.P.C. in the fall of 1986. The published reports would be circulated to Area Municipalities, boards and agencies, special interest groups, specially affected communities and the general public. Circulation would normally include a request for submission of any written comments to the Commissioner of Planning within 90 days. An "Open House" would be scheduled for each paper or group of papers in a series and staff would be available to present the reports to interested groups, if requested. The location and scheduling of the open houses will be announced with the mailing of the summaries described below at the same time as the papers are received by the E.D.P.C.

An executive summary of each of those papers will be distributed to all organizations and individuals on the mailing list. The latter has been prepared with the assistance of the area municipalities and includes ratepayer, tenant and condominium associations, special interest groups, local planning departments in the Planning Area, municipalities continguous to Metropolitan Toronto, local Boards and individuals who have requested to be on the mailing list.

In addition to the free executive summary, the complete report may be purchased from the Metropolitan Planning Department at a nominal cost of $3.00. After reviewing the summary, organizations and individuals may determine their interest in purchasing the report. An order form will be included with the summary.

Phase Two: Policy Reports

Preparation by staff of formal recommendations for each of the major subject areas. The product of this phase would take the form of a policy report which would include comment on all written submissions received from the Phase One papers, co-ordination with policies in inter-related areas and consultation as may be appropriate with other contributors to the process.

Single policy reports are proposed for each of "Housing", "Employment", "Environment and Open Space", and "Regional Assumptions and the Concept". For transportation up to 4 separate reports dealing with "Roads", "Transit", "Parking" and "Central Area Transportation" may be necessary. This would be determined as the program proceeds. Phase Two ends with submission of the policy reports to the Economic Development and Planning Committee.

Phase Three: Adoption of Amendments on Policy

Consideration by Council and its Committees of policy reports. Upon receipt of the policy reports which recommend an Official Plan Amendment, the Economic Development and Planning Committee will be requested to proceed with the process to adopt an amendment. This must be in accordance with Amendment No. 4 to the Official Plan which details plan amendment procedures in Section 11.G. A copy of Amendment No. 4 is appended to this report.

In some instances the policy reports may recommend adoption of some strategy or establishment of guidelines by Metropolitan Departments, agencies or other levels of government outside of the Official Plan, (i.e., when the Review identifies a need to alter or strengthen the implementation technique of a given policy while the policy may or may not itself be the subject of an amendment).

Included in Phase Three is the conduct of each amendment through to ministerial consideration and any appeal as provided in the Planning Act.

Phase Four: Consolidation of Amendments

When the amendments have come to their final conclusion it would be appropriate for staff to undertake a consolidation of the 1980 Official Plan with all of the subsequent amendments. Then, with Council's consideration, the existing plan and amendments would be repealed and the consolidation be sent for approval to the Minister as a technical amendment. Minor technical matters which may not have been addressed previously would also be brought forward at this time.

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Public Meeting Under Section 26

With the accumulated "Technical Background and Proposals" papers of Phase One completed, a further report summarizing the need to revise the Official Plan will be prepared for consideration by the Economic Development and Planning Committee and Council. This will facilitate the technical requirement of Section 26 of the Planning Act for Council to address this specific issue.

Through the above described program which is called the "METROPOLITAN PLAN REVIEW", it is intended all interested individuals, statutory bodies, citizens groups, business and employment groups will have an opportunity to assist and communicate their views as policies are reviewed and any new proposals are considered. Staff of the Metropolitan Planning Department are committed to provide technical and professional advice in this respect.

Correspondence should be addressed to:

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City Hall, Toronto, M5H 2N1

Telephone 392-8774 or 392-8101

Appendix

Amendment No. 4 to the Metropolitan Official Plan sets out the formal process which Metropolitan Toronto will be obliged to follow as it addresses future proposals for amendment to the existing plan. This is essentially the process of "Phase 3" previously described. It is included in the document to provide more complete information to those concerned.

SCHEDULE "A" TO BY-LAW No. 4-85., Approved January 23, 1985

AMENDMENT NO. 4

TO

THE OFFICIAL PLAN FOR THE

METROPOLITAN TORONTO PLANNING AREA

1. Section 11 of the Official Plan for the Metropolitan Toronto Planning Area is amended by adding thereto the following subsection:

"G. PLAN AMENDMENT PROCEDURES

1. Council shall ensure that in the course of the preparation of proposed official plan amendments, adequate information is made available to the public and, for this purpose, shall direct that at least one public meeting be held, notice of which shall be given in the manner and to the persons hereinafter set forth.

2. Such public meeting shall be held either by Council or by such standing committee or committees of Council as Council shall direct not sooner than 30 days after the requirements for the giving of notice have been complied with and shall be open to the public and any person who attends the meeting shall be afforded an opportunity to make representation in respect of the proposed official plan amendment.

3. Notice of such public meeting shall be given:

a. by publication in a newspaper that is, in the opinion of the Metropolitan Clerk, of sufficient general circulation in the area to which the proposed official plan amendment would apply that it would give the public reasonable notice of such meeting; or

b. by personal service or prepaid first class mail, to every owner of land:

(i) in the area to which the proposed official plan amendment would apply; and

(ii) within 120 metres of the area to which the proposed official plan amendment would apply;

as shown on the last revised assessment roll of the area municipality, at the address shown on the roll, but, where the Clerk of the area municipality has received notice of a change of ownership of land, notice shall be given only to the new owner at the address set out in the written notice.

4. Notice of such public meeting shall also be given by personal service or prepaid first class mail to every person and agency that has given the Metropolitan Clerk a written request for such notice in respect of the proposed official plan amendment at the address shown in such request.

5. The notice shall contain a statement that oral and written deputations shall be entertained and where such public meeting is held by a standing committee or committees of Council, the notice shall also contain a statement that only written deputations shall be forwarded to Council.

6. Where such public meeting is held by a standing committee or committees of Council, the Metropolitan Clerk, following the completions of such meeting, shall submit a written report to Council containing the recommendations, if any, of the committee or committees, with reasons on the merits of the proposed official plan amendment, together with a copy of all written submissions received in respect of the proposed official plan amendment and a list of the names and addresses of all persons who made representations at such meeting."